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# OFFICIAL PLAN

1965



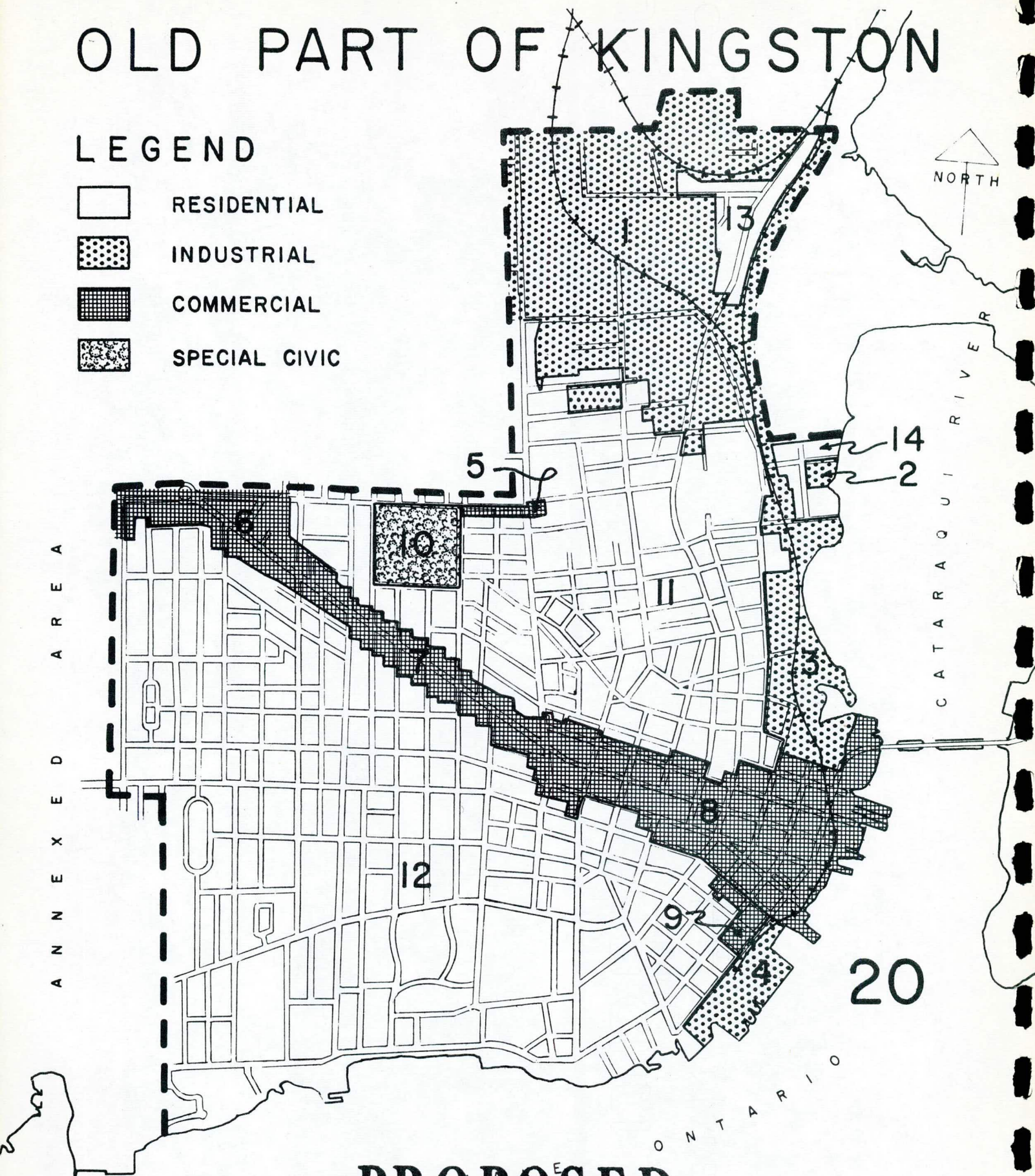
# OLD CITY OF KINGSTON



# OLD PART OF KINGSTON

## LEGEND

-  RESIDENTIAL
-  INDUSTRIAL
-  COMMERCIAL
-  SPECIAL CIVIC



## PROPOSED OFFICIAL PLAN

Scale 1" = 1600'

Jan. 1965

CITY OF KINGSTON PLANNING OFFICE





CORPORATION OF THE  
**CITY OF KINGSTON**

OFFICE OF THE Planning Office

CITY HALL  
KINGSTON, ONTARIO

January 26, 1965.

To the Members of Council

Gentlemen:

This report comprises the proposed Official Plan for the old part of the City of Kingston, which on Feb. 13, 1964, you ordered be prepared by the Planning Office.

I am pleased to present it for your consideration and for examination by the local Planning Board as stipulated in the Planning Act.

It should be pointed out that neither the Planning Board nor myself selected or recommended this particular Study from the three alternatives presented during Budget Time about a year ago. Its limitations in nature, scope and depth were pointed out at that time, and the most comprehensive and thorough study was recommended as the most desirable choice of the three approaches presented for your decision.

This Official Plan is for Land Use only since there is already an Official Plan of Major Streets and Parks for the old city.

However, during its elaboration close consideration was given to the extensive study and recommendations of other allied studies and reports, i.e. the Margison Traffic Study, the Study of Parks and Recreation by Mr. D.R. Fluhrer, and the Mayor's Special Committee on Redevelopment. Special attention was given to the "Stevenson Report on Urban Renewal 1960", on which more will be said later.

During the preparation of this proposal, much criticism was experienced both constructive and otherwise. In great measure the adverse criticism arose from a misconception of the purpose and process of the study you requested. There was complaint that too much importance was given to research, and then again that it wasn't enough. It was repeatedly urged that earlier studies and reports, particularly the Stevenson Report, should be taken as the final word.

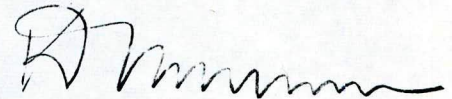


It should be understood in this connection that all urban renewal projects must conform to the policy of the Official Plan as and when adopted. It is rather odd that proposals for urban renewal action have been made without the previous studies leading to the formulation and legalization of the Official Plan.

All in all the criticism encourages my feeling that the present study has been worthwhile, particularly when one hears that it should now be extended to embrace the entire city.

I will be the first to admit that the limitations imposed by shortage of time and funds render this study less complete than it could have been. However, this should be now overlooked and the Official Plan approved as soon as possible, to create the necessary legal background for urban renewal and to stop the costly continuance, to the tax payer, of the problems outlined in this study.

KM:AP



Kurt Mumm,  
Planning Officer,  
City of Kingston.



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PROPOSED OFFICIAL PLAN FOR THE OLD CITY OF KINGSTON

Prepared by the Planning Office

City of Kingston

1964-65



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## BACKGROUND AND APPROACH

### INTRODUCTION

That part of Kingston known as the "Old City" of Kingston, and so referred to in this report, has an area of about 1,800 acres of land, 400 of which are occupied by streets, about 700 primarily for residential purposes and the rest by the other urban land uses. Although its origin dates back to 1783, this Old City has never had an Official Plan. This may appear strange when one considers that in 1951 about 5,700 acres of land were annexed from Kingston Township that had an Official Plan, and that in 1955 this Official Plan was amended to bring it up to date with the needs of the growing city. Apparently no attempt was fruitful enough at that time to initiate and complete the Official Plan for the Old City.

After 1955, the unexpected growth of the community brought about a costly competition for choice land and made it imperative that the Old City should have an Official Plan. This would allow among other things to control future development and take advantage of the governmental aid offered to the municipalities with an Official Plan, to improve, rehabilitate or redevelop any area or areas requiring urban renewal in any form.

What finally focused the need of the Official Plan and prompted its initiation in 1964 was the 1960 Urban Renewal Study of Stevenson & Muirhead.



STEPHENSON-MUIRHEAD URBAN RENEWAL STUDY

In February 1960 Gordon Stephenson and George Muirhead presented their work "A Planning Study, Kingston, Ontario", to the City of Kingston. This study endeavoured "to solve the interrelated problems of replanning the old section of the City and remedying unsatisfactory housing conditions".

In the course of their work Stephenson and Muirhead collected invaluable material and data, generously used in their study, and they were able to get a clear insight to many of the problems affecting the city. Housing was their prime concern, followed by the Rideau Heights, The Old Sydenham Ward, the Central Area and The Waterfront problems.

They made it very clear that to redevelop the city, "the first requirement is the adoption of a comprehensive plan of city development based on appropriate planning studies". They stated further, "it will be necessary to adopt an official plan for the Old City. Then there will be one comprehensive plan for the whole City". And lastly they add "The Report (their 1960 study) provides the basis for the extension of the official plan to the Old City, which should be the first step in the process of bringing policy up to date".

They carried out thorough studies for redevelopment proposals both in residential and commercial areas and some along the waterfront. Although they did not continue with the struggle of elaborating the badly needed Official Plan to the Old City, their work clearly emphasized its need, and as they say, their report provided the basis for its elaboration.

To summarize, the importance of the Stephenson and Muirhead Study lies in the fact that without its impact, it is doubtful that the City Council would have provided funds in 1964 to elaborate the Official Plan of the Old City, henceforth introduced and presented.



### ALTERNATIVES FOR OFFICIAL PLAN

On February 5, 1964, the Planning Officer presented to the Planning Board his "Report on the Alternatives for 1964 Budget". It contained three alternatives or proposals for the elaboration of the Official Plan of the Old City. In each case a brief analysis was made of the quality of the work to be expected, steps to be taken, probable time required, personnel and budget requirements, advantages and disadvantages.

Proposal No. 1 with a minimum approach, expense and time, limited the study area to that of the Old City, and its scope and depth, as well as the necessary investigation and research were quite restricted. Proposals No. 2 and No. 3 were more recommendable from the planning point of view, especially No. 3, which advocated a complete research and thorough analysis, and a comprehensive Official Plan and rezoning of both the Old City and the annexed area, that is, the entire city.

Planning Board approved and recommended to Council that Proposal No. 3 be implemented.

At its meeting of February 13, 1964, Council approved Proposal No. 1 and provided the required funds in its 1964 budget.

### PROGRAMME OF WORK

There were four distinct phases of work involved in Proposal No. 1:

First - the research and collection of data and plans plus the elaboration of an up to date Land Use Map.

Second - the analysis of the material at hand to identify and recognize the urban problems.

Third - the definition of policies and proposals to be embodied in the Official Plan.

Fourth - the finalization of all text and plans necessary for the presentation of the Official Plan.



The schedule programmed was the following:

Research and Land Use Map - June and August  
Analysis - September  
Policies and Proposals - October and November  
Finalization and Presentation - December

The planning technician authorized by Council was hired, and he started working on the 25th of May 1964 under the direction of the Planning Officer. Mr. Alan Shier devoted most of his time to collect, classify, summarize and condense the information and data available at City Hall.

#### F I R S T P H A S E

##### RESEARCH AND LAND USE MAP

A complete investigation and compilation was made of all data available in the Assessment Department pertaining to each single property in the Old City.

The address, lot number, residential and non-residential assessment values, number of dwelling units and number of persons were recorded for each property. The taxes for each block were compiled.

With the help of basic maps, the area of each block of land was calculated and the relationship between assessment values, dwelling units, persons and taxes for each block and per acre were established. This proved most useful in evaluating and assessing any block or part of the Old City.

At the same time a visual survey was made on the physical appearance of each street and block, and the existing use of the land was being registered to formulate the Land Use Map. In conjunction with the appearance survey, about sixty photographs were taken to illustrate the ratings given to each block. Four examples are included in this report.



The result of this first phase of the Official Plan Project was presented and exhibited in the following material:

<u>Tables</u>	(see Appendix A)	<u>Contents</u>
a	---	Land Use Revenue Structure Entire City
b	---	Old City Land Use and Taxes
c	---	Grants to City in Lieu of Taxes & Equivalent taxes
d	---	Relationship of Taxes Paid vs. Areas
e	---	Above and Below Average Tax Revenues by Land Uses
f	---	Below Average Tax Revenue Land Uses
g	---	Land Use in Old City Shoreline
h	---	Old City Shoreline Tax Revenue by Land Use
i	---	Population Figures
j	---	Realty Tax per Capita in Blocks Predominantly Residential
k	---	Appearance Ratings by Street Frontages.

<u>Map. No.</u>	(see Appendix G)	<u>Contents</u>
1	---	Population Density per blocks
2	---	Assessment Value per block
3	---	Assessment Value per acre per block
4	---	Realty Tax Revenue per acre
5	---	Appearance Rating per street frontages
6	---	Appearance Rating per block



- 7 --- Tax Exempt Properties
- 8 --- Average Per Capita Realty Tax in Residential Blocks
- 9 --- Land Use Map with 15 classifications
- 10 --- Land Use along waterfront
- 11 --- Coincidence of Blight Factors per block
- 12 --- Welfare Assistance per D.B.S. Census Tracts
- 13 --- Population & Housing per Census Tracts
- 14 --- Industrial Sites manufacturing goods
- 15 --- Railway Services to Industry and Commerce
- 16 --- C.N.R. and C.P.R. Properties
- 17 --- Waterfront Development, Industrial and Ancillary

## S E C O N D P H A S E

### ANALYSIS OF DATA AND MAPS

The results of the analysis of all material were presented to the Planning Board as shown in the enclosed appendices B & C. It must be noted that all information and comments were translated and referred directly to the different land uses shown in Maps Nos. 9 and 10. Thus the Land Use Maps elaborated were analyzed and interpreted in terms of the pertinent information and data assimilated during the research phase, and frequent surveys made in the field.

To get the fullest meaning and understand the implications of some controversial conclusions arrived at in a preliminary form, further socio-economic studies were made of particular key or critical areas. Map No. 17 shows four of those key areas. They are industrial waterfront groups that were subjected to more analysis in order to better understand and evaluate the importance of their functions within



the urban structure. Appendix #D exemplifies the type of data collected, interpreted and used in further analyzing one of these groups in particular. The evidence sought is found in pages #1, 5 and 6 of Appendix #D. This basic information used was taken from the 1961 Dominion Bureau of Statistics Census Data.

### PROBLEMS

The preliminary Draft of Major Urban Problems in the Old City of Kingston (Appendix E) was presented to the Planning Board as a report, supplemented by Map #18 for illustration purposes. There was enough evidence to indicate that most of the existing waterfront land use on the eastern shoreline was having blighting effects on contiguous areas and their population, and the detrimental influence extended to more than what the eye could see and to areas beyond its immediate vicinity. This appeared as the crucial urban problem in the old city. The Commercial areas with their mixed land use or with some apparent blight presented problems of another nature. However, the Central Business District (CBD), more than any other area, was being affected by the proximity of a decaying and in some cases misused waterfront.

It must be added that the flight of some population from the Old City, was caused by the development of new residential areas in the annexed part of the City and beyond it, which in turn sucked or drew certain establishments from the C.B.D., creating vacancies or vacuums hard to fill with but substandard, undesirable or fringe type of land uses.

It was pointed out in the report that 40% of the blocks predominantly residential had a realty tax per capita lower than the City's average, that nineteen blocks were classed as slums, fifty-two required immediate rehabilitation, and one-third needed outside repairs or improvements.

The outside appearance of 23% of all blocks was rated as "poor", including much of the C.B.D., and only 25% was "good" or "excellent". In general, the appearance of the buildings left much to be desired, that is, they could stand much improvement.

Mixed land use was notably present along the eastern portion of the waterfront, in areas contiguous to these and in large areas on the north side of Princess St., and all along this main artery.



It was also indicated that there was an absence of the neighbourhood type of commercial and service shops in most residential zones.

### T H I R D   P H A S E

#### POLICIES FOR SOLUTIONS OF PROBLEMS

The initial approach to the solution of the problems outlined above, was made during two meetings held with some Planning Board members on November 18th and 26th. An outline report (Appendix F) was presented at the first meeting where suggestions were made for the possible replanning and rezoning of the problem areas as indicated in Map #18.

Eight areas were identified and outlined embracing the general problem areas indicated in the first analysis. The policies for the next 5 and 20 years were explored and discussed, and out of these emerged the draft proposals submitted on December 10 for the consideration of the Planning Board.

#### DRAFT PROPOSAL FOR THE OFFICIAL PLAN

In this first attempt to present definite suggestions for the land use in the Official Plan, a brief summary was made of the prevailing circumstances which determined the resultant approach and policies. The problems and the policies were restated in general terms for the different areas of the Old City and the Draft Proposals for land use were outlined on December 10, 1964, at the regular Planning Board meeting. Map #19 was presented to the Board as the draft Official Plan.



## OFFICIAL PLAN

### PRELIMINARY CONSIDERATIONS -

There are three main categories of land use in the Old City, namely, the Central Business District and the strip development along western Princess Street, both Commercial, the waterfront and the northern part of the city, both predominantly Industrial, and two large Residential areas, one north of Princess and the other one south of Princess.

In each of these areas, however, the land use is mixed, and in some cases there are internal conflicts, costly to the inhabitants. In the Industrial areas, there are some dwelling units, Commercial establishments, etc. In the Commercial sections there are some light industries, some institutions and large numbers of dwellings. In the Residential areas there are of course many institutions, some Commercial establishments and some industries. The land use in general of these three main categories is mixed, and as such, it would be an impossible task to make an Official Plan, unless spot designation and zoning in their worst interpretations were used.

Since this is proscribed for many reasons, some of the structures or land uses are bound to be non-conforming when a classification is given to a particular area. This being the case, one of our concerns in elaborating the Official Plan is to reduce to a minimum the future non-conforming uses.

The factor of time was one of the determinants in the character of proposals of the plan. A long range view had to be taken in order to merge the continuation of the present urban trend with planning objectives defined through long range policies, and manifest this compromise through the short range program here presented, applicable immediately with the least amount of disturbance to the existing land use.

### PROBLEMS AND POLICIES

Through informal meetings with Planning Board members, discussing the problems that emerged through the research work and the broad policies to observe, the shape of these were explored, and in their final form and interpretation appear as follows:



WATERFRONT:

Although evident that better land use could be established in some places along the waterfront, it was also obvious that to change the land use would require relocation of industries or expropriation of certain areas, neither of which is advisable under the circumstances. Either method was seen as an impossibility at the present time because it was not the intention, through an Official Plan, to clear the waterfront of industries if these were an important factor of the urban economy. And through the brief economic studies made on this matter, it was proven that the waterfront industries represented an important percentage of the city's economy. However, it is suggested that whenever a waterfront industry ceases to operate or through its own motives relocates elsewhere, the area occupied by the industry should, if not acquired by the city, be rezoned for non-industrial purposes, so as to avoid the recurrence and continuation of industrial developments along the extensive and valuable shoreline of the Old City. In this manner, the transformation of the present industrial waterfront may be gradually accomplished in the future into a non-industrial area without hurting the economic base of the city. By implementing this land use change, the land immediately adjoining the industries on the waterfront and most of the Old City would eventually benefit through the clearance of the waterfront. And the city would gain valuable and conveniently located land for non-industrial development so badly needed in the old part of the city.

INDUSTRY NORTH OF RUSSELL STREET:

This is a light industry area with some warehouse and storage facilities and the need of it has been fully recognized. The policy suggested for this area is its continuation, plus making available the proper land for the accommodation of industrial enterprises.

CENTRAL BUSINESS DISTRICT (CBD):

It is recognized that the character or function of the present C.B.D. is not too well defined, and where previously this commercial area was the centre of the



activity of Kingston, and the centre of gravity of economic enterprises, this centre of gravity has shifted to the west or north-west with the expansion of the residential and other areas to the west of the city and to the Township of Kingston. It is recognized that certain commercial areas outside of the C.B.D. were replacing some of the functions of the C.B.D. because the population movement had been towards the west, and this phenomena followed an urban law inevitable in growing cities, where the commercial establishments re-locate or locate near the new residential areas. The policy to be pursued in the C.B.D. is one which will not allow families with small children to live there for it was found that far too many people still live in the commercial area with children who have inadequate living accommodations, restricted recreation facilities and generally an improper environment for their upbringing. The role or function of the C.B.D. should be studied closer in order to promote the right type of commercial enterprises of regional character, which could not be economically located elsewhere in the city. It is also suggested that while excluding or discouraging large families and children from living in the C.B.D., that an effort be made to attract that section of the population with no children, who find it convenient to live in the C.B.D. or in its immediate vicinity. For this purpose, it is recognized that certain types of accommodations should be encouraged and provided, including the multiple type or high rise apartment with all the conveniences to attract these people, but allowing enough space for adequate landscaping and buffering from the adjacent non-residential developments. Along the extent of the waterfront proper of the C.B.D. it is suggested that advantage should be taken of the shoreline to provide commercial developments to serve both the area's population and the transient population in the form of accommodations, restaurant, marinas, parks, theatres, parking areas, certain shopping facilities, certain professional and institutional buildings, etc. There seems to be a definite asset at the head of Princess and Brock Streets as well as Clarence Street on the waterfront that can be exploited for the benefit of all, and which would at the same time invigorate and stimulate the redevelopment of the ailing C.B.D.



RESIDENTIAL AREA NORTH OF PRINCESS:

This area is perhaps the most congested in the city and the one lacking, more than any, adequate facilities for recreation and dwelling purposes. However, it is evident that the area is performing an important role to some inhabitants of Kingston, as it offers the possibility of a socio-economic transition to the new-comers. It is recognized that within this large area new-comers have a chance to increase their reduced income by performing certain manual tasks at their homes, such as repairing and servicing different household items and performing other types of manual work or artisan craft. However, there are certain blocks that are in very bad physical state; these have been classed as slums or badly blighted. These, by all means, have to be cleared or rehabilitated. In general, residential quarters have to continue to function as of to-day, but some areas have to be improved, rehabilitated, or cleared and redeveloped.

RESIDENTIAL SOUTH OF PRINCESS:

This is the largest part of the old city and its character is predominantly residential with a large number of institutions. The main problems are the blighted blocks near the C.B.D. and between Queen's University and the C.B.D., mostly in Sydenham Ward. This Ward seems to have developed and re-acted under different pressures from without, such as the expansion of the C.B.D. on the one side, the blighting pressure of the waterfront industries on the other side, and from within to its own tradition wishing to retain the historical past in character, exemplified in the beautiful local architecture, and the single dwelling area. As a result there is evidence of a blighting effect and transformation from a first class residential quarters into an area of mixed uses such as the rooming and boarding house conversion, the small hotel, service and commercial establishments and other foreign uses that have moved into the once beautiful residential structures. Sydenham Ward is hemmed in between these outside expansion and blighting forces and the parks and Queen's University on the west and south. If it were not for the fact that the parks and Queen's University are located where they are, it might very well have been that the deterioration of Sydenham Ward could have been greater than what it presently is; much the same along the degree of change that affected the area north of Queen Street between Sydenham and Bagot.



Queen's University, as an institution, occupies a large area of this residential development and has a tremendous influence in its immediate surroundings and in the city as a whole. Queen's University can be considered one of the basic industries of the city, an industry that brings in millions of smokeless dollars to the economy of the population, outweighing by far the taxes that it does not pay. Growth of the University has to be provided where needed for its own internal function, as long as this expansion harmonizes with the city's and public's needs.



## PROPOSALS

### General

The land use proposed in the Official Plan is limited to four simple categories as shown on Map #20, namely Residential, Commercial, Industrial and Special Civic. The reason for proposing such broad categories is to allow greater flexibility and realism in the elaboration of the corresponding zoning by-laws; the latter will have to detail the boundaires and restrictions of the new zoning classifications.

### Residential - Areas Nos. 11, 12, 13 and 14

Areas 11 and 12 are the major existing residential areas that must continue for that use. Area #13 is predominantly residential now and it is intended that eventually it be only for residential purposes, and that the few non-conforming uses may find more suitable sites in conforming areas. Area #14 is intended to prevent further industrial development along the waterfront and at the same time provide the initial step towards the recuperation of water-frontage to the population north of Princess St. In the rezoning of areas 11 and 12, provision should be made to allow higher densities adjacent to the C.B.D. and near the waterfront, as well as the orderly expansion of Queen's University.

### Commercial - Areas Nos. 5, 6, 7, 8 and 9

In defining their boundaires, a guiding factor was to regularize the present arbitrary zone lines. On both sides of Princess St., for example, many existing lots were cut diagonally by the present D & C or D & B zones, creating absurd conflicts in the uses allowed and hardships to their owners. In the subsequent rezoning of these areas, the uses allowed and their internal boundaries should be clarified without any difficulty, and allow normal and complete use of all border lots.

It is noteworthy that Area # 8 will allow the construction of the Centennial Project recently approved by all levels of government, thus spearheading the intent or policy of the proposed Official Plan along that part of the waterfront.

### Industrial - Areas Nos. 1, 2, 3 and 4

Area #1 is ideal for light industrial and warehousing purposes. Area #2, an island midst the proposed residential will probably continue to operate indefinitely, especially the pumping station for the city's sewage. However, the operation of this and the industry adjacent to it, should not be a detriment to the development of residential area #14 which surrounds it. Areas #3 and 4 are major fuel storage and manufacturing centres, and being such an important part of the city's economy must continue to operate. However, the rezoning of these areas should prevent the reinstallation of industry if one or more of the present enterprises move elsewhere or suspend



operations. The crux of the policy of the Official Plan is to open up the present industrial waterfront to the people of Kingston by permitting the re-use of waterfront areas only for non-industrial purposes.

Special Civic - Area No. 10

The Kingston Memorial Centre occupies all of Area #10 and has a diversity of uses which would ordinarily not be permitted in the middle of a residential area. However, the economic function of this centre requires a latitude in land use which merits a special designation in the Official Plan. The rezoning of this area will clarify and pinpoint permissible uses which are compatible with the residential character surrounding it.

Standards of Maintenance and Occupancy

It is suggested that under Sec. 4 - s.s. 30a of the Planning Act, City Council enact by-laws and take whatever steps are necessary to

- (a) prescribe standards for the maintenance and occupancy of residential property within the Old City area, prohibiting the use of such residential property that does not conform to the standards,
- (b) to require residential property below the standards prescribed in the by-law to be repaired and maintained to comply with the standards or the land thereof to be cleared of all buildings or structures and left in a graded and levelled condition and,
- (c) appoint a Housing Standards Committee.

Neighbourhood Retail and Service Establishments

Being a convenient asset and a necessity in many cases, it is proposed that only certain small types of retail and service establishments be allowed within the residential areas, to be located preferably on main arteries.



A P P E N D I X " A "

T A B L E S

A S S E S S M E N T V A L U E S

A R E A S, T A X E S,

P O P U L A T I O N,

E T C.



LAND USE REVENUE STRUCTURE

a

ENTIRE CITY 1963FULL RATE TAX:

	<u>Assessment Value</u>	<u>Mill Rate</u>	<u>Total Revenue<sup>x</sup> Derived</u>	<u>Percentage of Total Revenue</u>
Residential	\$ 43,037,230.	82.2	\$ 3,537,660.	51.8
Commercial	22,411,140.	91.0	2,039,414.	29.8
Business	8,977,245.	88.2	791,793.	11.6
<u>SUM NO. 1</u>	<u>\$ 74,425,615.</u>		<u>\$ 6,368,867.</u>	- 93.2

GARBAGE TAX:

Schools	\$ 4,744,795.	2.8	\$ 13,285.	
Churches	2,132,915.	2.8 (on land only)	577.	
Hospitals	4,581,290.	2.8	12,828.	
University	9,592,520.	2.8	26,859.	
Sisters of Prov.	1,622,545.	2.8	4,543.	-
<u>SUM NO. 2</u>	<u>\$ 22,674,065.</u>		<u>\$ 58,092.</u>	0.8

GARBAGE & SCHOOL TAX:

Y.M.-Y.W.C.A.	\$ 198,755.	39.7	\$ 7,891.	
<u>SUM NO. 3</u>	<u>\$ 198,755.</u>		<u>\$ 7,891.</u>	- 0.1

EQUIVALENT TO FULL TAX:

P.U.C.	\$ 815,930.	91 & 88.2	\$ 73,795.	
Parking Lots	108,640.	91 & 88.2	10,143.	
<u>SUM NO. 4</u>	<u>\$ 924,570.</u>		<u>\$ 83,938.</u>	- 1.2

GRANTS IN LIEU OF TAXES:

Provincial Govt.	\$ 730,340.	-	\$ 20,393.	
Federal Govt.	4,277,180.	-	299,920.	
<u>SUM NO. 5</u>	<u>\$ 5,007,520.</u>	-	<u>\$ 320,313.</u>	- 4.7
TOTAL OF 5				
<u>SUMS</u>	<u>\$103,230,525.</u>		<u>\$6,839,101.</u>	<u>100.0</u>

x Total Revenue means Direct and Equivalent Taxes plus Grants in Lieu of Taxes.



## APPENDIX "A"

1963

b

OLD CITY LAND USE AND TAXES

	AREA	%	REALTY ASSESSMENT	%	TOTAL TAXES PAID	%
	Acres		\$		\$	
Whole City	7,482 A	100.0	94,079,330.	100.0	6,839,101.	100
Old City	1,774 A	23.7	68,157,415.	72.5	4,156,995.	61.0
<u>Old City:</u>						
Streets	421	23.7			0	
Institutional	192	10.8	23,834,000.	35.2	x65,685.	1.7
Industrial Light	7	0.4	294,440.	0.4	35,435.	0.9
" Heavy	82	4.6	2,893,525.	4.2	260,452.	6.7
" Const.	18	1.0	116,300.	0.2	15,626.	0.4
Transportation	58	3.3	163,035.	0.3	16,872.	0.4
Communication, etc.	29	1.6	1,033,060.	1.5	x45,069.	1.2
Open Spaces:						
Parks	83 A (4.7%)		1,178,920.	1.7	0	
Parking	5 A (0.3%)	88	133,955.	0.2	x0	
Unused Land	98	5.5	297,380.	0.4	23,076.	0.6
Warehouse & Storage	12	0.7	346,115.	0.5	44,194.	1.1
Special Storage	22	1.2	326,395.	0.5	45,595.	1.2
Predominantly Residential	657	37.0	24,881,000.	36.7	2,040,253.	52.3
" Commercial	90	5.2	12,659,290.	18.2	1,311,630.	33.5
Old City Total	1,774 A	100.0	68,157,415.	100.0	3,903,887.	100.0
xEquivalent Taxes and Grants in Lieu of Taxes					253,108. )	
TOTAL					4,156,995. )	

Old City Average Taxes (excl. Grants, etc.) - \$122.00/cap.

" " " " with " " - \$130.00/cap.



APPENDIX "A"

c

1963

GRANTS TO CITY IN LIEU OF TAXES  
AND EQUIVALENT TAXES

	<u>Commercial</u> <u>Assessment</u>	<u>Revenue</u>	<u>Residential</u> <u>Assessment</u>	<u>Revenue</u>
	\$	\$	\$	\$
Federal Government	1,532,245.	135,144.	277,650.	22,045.
Provincial	155,785.	8,652.		
P.U.C.	801,815.	72,485.		
Parking Areas	31,560.	2,682.	133,955.	12,100.
<b>TOTALS</b>	<b>\$2,521,405.</b>	<b>\$218,963.</b>	<b>\$411,605.</b>	<b>\$34,145.</b>

TOTALS:

Assessment Value - \$2,933,010.

Revenue to City - \$ 253,108.

Note: Federal and Provincial Governments pay Grants, and  
P.U.C. and Parking Areas pay Equivalent Taxes.



## APPENDIX "A"

1963

d

REVENUE PER ACRE BY LAND USE

<u>Land Use,</u>	<u>xTotal Revenue</u>	<u>Area</u>	<u>Rev/acre</u>	<u>Rating</u>
	\$	Acres	\$	
Institutional	231,526.	192	1,205.	9
Industrial Light	35,435.	7	5,062.	2
"    Heavy	260,452.	74	3,547.	5
"    Const.	15,626.	18	868.	10
Transportation	16,872.	58	290.	11
Communication, etc.	117,554.	29	4,050.	3
Parking	14,782.	5	2,956.	7
Unused Land	23,076.	98	235.	12
Warehouse & Storage	44,194.	12	3,680.	4
Special Storage	45,595.	22	2,073	8
Residential	2,040,253.	657	3,165.	6
Commercial	<u>1,311,630.</u>	<u>98</u>	<u>13,730.</u>	1
TOTALS & AVERAGE	<u>\$4,156,995.</u>	<u>1,270 A</u>	<u>\$3,280.</u>	

x Includes Direct and Equivalent Taxes & Grants in Lieu of Taxes.



## APPENDIX "A"

e

1963ABOVE AND BELOW AVERAGE TAX REVENUESBY LAND USES

	<u>x Rev/acre</u>	<u>Areas in Acres</u>	<u>Percentage of Total</u>
1 - Commercial -	\$13,730.	98	
2 - Industry, Light -	5,062.	7	
3 - Communication, etc. -	4,050.	29	
4 - Warehouse & Storage -	3,680.	12	
5 - Industrial, Heavy -	3,547.	<u>74</u>	
		<u>220</u>	- 17.3
Average -	\$3,280.		
6 - Residential -	3,165.	657 (51.6%)	
7 - Parking -	2,956.	5	
8 - Special Storage -	2,073.	22	
9 - Institutional -	1,205.	192	
10 - Industrial, Const. -	868.	18	
11 - Transportation -	290.	58	
12 - Unused Land -	235.	<u>98</u>	
		<u>1,050</u>	- <u>82.7</u>
TOTAL AREA -		1,270A	- 100%

x Includes Direct & Equivalent Taxes & Grants in Lieu of Taxes



## APPENDIX "A"

f

1963BELOW AVERAGE TAX REVENUELAND USES

	<u>Taxes per Acre</u>	<u>Amount Below Average</u>	<u>No. of Acres</u>	<u>Total Deficit</u>
Residential	\$3,165.	\$ 115.	657	\$ 75,555.
Parking	2,956.	324.	5	1,620.
Special Storage	2,073.	1,207.	22	26,554.
Institutional	1,205.	2,075.	192	398,400.
Industrial Const.	868.	2,412.	18	43,416.
Transportation	290.	2,990.	58	173,420.
Unused Land	235.	3,045.	98	298,410.
				<hr/>
TOTAL				\$1,017,375. <hr/>



## APPENDIX "A"

8

1963LAND USEOLD CITY SHORELINE

<u>Shoreline Use:</u>	<u>Lineal Feet</u>	<u>%</u>
Residential -----	2,000	7.2
Unused -----	5,000	17.9
Institutional -----	2,800	10.0
Communication, etc.-----	2,000	7.2
Open Spaces -----	3,200	11.4
Industry -----	6,400	23.0
Transportation -----	3,200	11.4
Commercial -----	1,200	4.3
Streets -----	590	2.0
Special Storage -----	1,600	5.6
<hr/>		
TOTALS-----	27,990	100.0



## APPENDIX "A"

h

1963OLD CITY SHORELINE TAX REVENUEBY LAND USES

<u>Land Use</u>	<u>Shoreline Length</u>	<u>Proportionate Tax Revenues (approx.)</u>	<u>Tax Revenues per lineal foot</u>
Residential	2,000 ft.	\$36,000.	\$ 13.00
Unused	5,000 "	3,400.	0.68
Industrial heavy	6,400 "	56,400.	8.80
Commercial	1,200 "	1,900.	1.60
Special Storage	1,600 "	1,900.	1.60
Transportation	3,200 "	3,800.	1.18
Institutional	<u>2,800</u> "	<u>1,200.</u>	0.43
T O T A L S	22,200 "	<u>\$104,600.</u>	

Net Average Revenue Per Lineal Foot -  $\frac{\$104,600.}{22,200 \text{ ft.}}$  = \$4.72  
(Excludes Tax Exempt Land)

Gross Average Revenue Per Lineal Foot -  $\frac{\$104,600.}{27,990 \text{ ft.}}$  = \$3.75  
(Includes Tax Exempt Land)



1963POPULATION FIGURESOLD CITY (32,000)Persons Per:

Gross =	$\frac{32,000}{1774 \text{ A}}$	=	18/acre
Net =	$\frac{32,000}{700 \text{ A}}$	=	45/acre
Parks =	$\frac{32,000}{83 \text{ A}}$	=	386/acre
Streets =	$\frac{32,000}{421 \text{ A}}$	=	76/acre
Streets =	$\frac{32,000}{303,000 \text{ ft.}}$	=	1/10 ft. length

ENTIRE CITY: (52,000)

Gross =	$\frac{52,000}{7482 \text{ A}}$	=	7/acre
Net =	$\frac{52,000}{(7482 \times 30\%)}$	=	23/acre
Streets =	$\frac{52,000}{(7482 \times 20\%)}$	=	35/acre



## APPENDIX "A"

j

1963REALTY TAX PER CAPITAIN BLOCKS PREDOMINANTLY RESIDENTIAL

<u>Realty Tax Per Capita</u>	<u>Area of Blocks in Acres</u>	<u>%</u>	
\$ 1 to 50 -----	157.5	24	
51 to 70 -----	104.7	16	40%
71 to 100 -----	187.1	28	
101 to 150 -----	141.8	22	
151 and up -----	<u>66.6</u>	<u>10</u>	<u>60%</u>
	657.7 A	100%	100%

Note: Average Realty Tax in Entire City is \$70. per capita.



## APPENDIX "A"

k

1964APPEARANCE RATINGS  
BY STREET FRONTAGES

<u>Rating</u>	<u>Length in Ft.</u>	<u>%</u>
Poor	106,200	23
Fair	238,500	52
Good	105,850	23
Excellent	6,600	2
TOTALS	<u>457,150</u>	<u>100</u>



A P P E N D I X     " B "    

C O M M E N T S O N

T A B L E S



COMMENTS ON TABLES

a. LAND USE REVENUE STRUCTURE OF ENTIRE CITY

Residential taxes amount to 51.8% of total taxes.  
How does this compare with other cities similar size?

AREA UNDER STUDY - (OLD PART OF CITY)

- b. Area of study occupies 23.7% of entire city, yet it contributes 61% of city's total revenue.

Parks and streets, 28.5% of area, totally exempt of taxes.

Predominantly residential blocks occupy 36.7% of area, yet contribute with 1/2 of area's taxes.

Commercial properties occupy 18.5% of area and contribute 1/3 of area's taxes.

Heavy industry occupies 4.6% of area and contributes 6.7% of taxes.

Institutions occupy 10.8% and contribute 1.7% of taxes.

Equivalent taxes and grants received amount to an additional 6% of the total taxes paid.

c. GRANTS IN LIEU OF TAXES AND EQUIVALENT TAXES

Both P.U.C. and Parking Areas pay full taxes.

Grant paid by Federal Government amounts to approximately a 70 mill rate.

Grant paid by Provincial Government amounts to approximately 28 mill rate.



b

d. REVENUES PER ACRE BY LAND USE

Average taxes per acre in area are \$3,280.

Theoretically anything below \$3,280. is a charge to the economy of the City; and anything above is an asset.

e. ABOVE AND BELOW AVERAGE TAX REVENUE LAND USES

Commercial, Light Industry, Communication, etc., Warehouse and Storage and Heavy Industry contribute more in taxes per acre of land occupied than the average. All other land uses including residential, comprising about 83% of total area fall below the average revenues per acre.

f. BELOW AVERAGE TAX REVENUE LAND USES

Residential land comprises the largest area of any group, 657 acres. Its deficit amounts to \$115. per acre or a total of \$75,555.

Institutional land occupies 192 acres including Federal, Provincial, University and all other institutions. (University properties though only paying 2.8 mills garbage taxes bring indirect revenues to the population and economy of the city that run into the millions of dollars annually). Its deficit per acre is \$2,075. and total deficit is \$398,400.

Land devoted to transportation purposes is mostly rights of way and yards of C.P.R. and C.N.R. stretching along more than half of the waterfront of the area. Its deficit per acre is \$2,990. and total deficit is equal to \$173,420.

Unused land has a deficit of \$3,045. per acre (though this may not be a fair evaluation and comparison) and a total deficit of \$298,410.

Special storage land occupying choice sites mostly along the waterfront has a deficit of \$1,207. per acre and a total deficit of \$26,554.

Parking areas, though occupying only 5 acres are located in the C.B.D. in land of high value. The deficit per acre amounts to \$324. and the total deficit is \$1,620.



g. LAND USE OLD CITY SHORELINE

The water frontage has almost every classification of land use in the area, in its 27,990 ft. of length.

The largest percentage, 23, is occupied by industry.

Next largest is "Unused", and is 17% of the total.

Open spaces and transportation each have 11.4% of total shoreline.

Only 4.3% is occupied commercially.

"Street ends" add up to 2% of the shoreline.

h. OLD CITY SHORELINE TAX REVENUE BY LAND USES

Highest revenue per lineal foot is in residential use, \$13.00.

Next highest is heavy industry, \$8.80/lin. ft.

Lowest is institutional.

Average net is \$4.72 per lin. ft.

Average gross is \$3.75.

i. OLD CITY POPULATION

Generally speaking the Old City has double the net and gross density of the entire city, and double the number of people per acre of street.

j. REALTY TAX PER CAPITA (Residential blocks)

40% of residential area has a lower realty tax per capita than the city average of \$70.00.

The other 60% has a higher realty tax per capita than City's average.

k. APPEARANCE RATINGS BY STREET FRONTAGES

Roughly one fourth of area's appearance is Poor.

One half of area is Fair.

Almost one fourth is Good.

Only two percent is Excellent.





EXCELLENT



A P P E N D I X " C "

O B S E R V A T I O N S O N

L A N D U S E

M A P



OBSERVATIONS ON LAND USE MAPA. RESIDENTIAL

- (1) Residential areas occupy 65% of taxed land, (excluding streets, parks and institutional properties), and pay 52% of total realty taxes.
- (2) Considering that the average revenue/acre in the old city is \$3,280. the \$3,165. average of residential property is slightly below, but occupying the largest percentage of land, the deficit amounts to \$75,555.
- (3) Only 7.2% of the shoreline is used for residential purposes, but the revenue of \$13.00 per lineal foot of waterfront is the highest for the area, and all the residential waterfront land use is located west of West Street in areas rated good and excellent. (It would seem that residential use along the waterfront would be profitable both to the City and to the developers).
- (4) Generally speaking the residential sector east of Alfred Street and north of Queen Street shows an average per capita realty tax of less than \$50.00, which is at least 28% less than the City average of \$70.00. This definitely indicates that the accommodation facilities per capita are below the standard the City average might indicate. It also means that taxes from the other residential areas have to be taken to cover the costs of Municipal services for the area in question.
- (5) About half of the area east of Alfred Street and north of Queen Street has a low "Fair" and the other half a "Poor" appearance rating. Note that the latter contains other land uses and industrial and special storage, both with a low appearance rating of "Poor".
- (6) Some of the highest population densities are found here, three blocks having over one hundred people per acre.
- (7) At the same time the realty tax per acre generally varies from \$3,000. to \$900. per acre, which is the lowest in the area.
- (8) Sydenham and Ontario Wards contain their "trouble pockets". Sixteen blocks indicate a lower than average per capita realty tax, two of them below \$50.00.
- (9) A few isolated blocks in the remaining residential areas are below the average but do not indicate a growing problem or a threat to the surrounding areas.



## APPENDIX "C"

b

- (10) Sydenham and Ontario Wards have a few blocks with relatively high densities, one of them over one hundred persons per acre. A high density coinciding with a low realty tax/cap generally indicates a problem area. If a low appearance rating is added to these two, it is a confirmed case of residential blight, decay or slum.
- (11) The following blocks have the three determininant factors above, thus constituting residential blocks requiring re-development or rehabilitation or clearance and rezoning: 13, 81, 82, 85, 86, 87, 92, 93, 94, 96, 100, 165, 167, 169, 179, 199 and 320.

### B. INDUSTRIAL

- (12) Only 6% of the area is occupied by heavy, light and construction industrial enterprises. This land use pays 8% of the total taxes.

#### HEAVY

- (13) Heavy industry takes up 4.6% of the area, about half of it located on the waterfront. The other half is well situated on the northern part of the old city.
- (14) Heavy industry contributes, per acre, more than the average of all land uses, that is, \$3,547. against \$3,280.
- (15) It appears that its location affects adversely its immediate surroundings, specially of those located along the waterfront.
- (16) The adverse impact of heavy industry is seen clearly on maps 4 and 5. Realty Tax per block is in the lower scales, and the appearance rating is Poor for all blocks fronting the industrial sites.
- (17) Heavy industry occupies over 20% of the usable waterfrontage and pays in taxes \$8.80 per lineal foot, the average net being \$4.72.
- (18) Only five industries are situated on the waterfront with a combined working force of 640 employees earning about \$260,000. per month.
- (19) The Canadian Locomotive and the Shipyards extending over five city blocks along the waterfront, have a combined working force of 350 employees who earn about \$172,000. per month.

#### LIGHT

- (20) Light industry occupies only 0.4% of area and pays 0.9% of taxes.



- (21) Revenues/acre are much higher than average, that is, \$5,062. against \$3,280. From this point of view it is the second best asset to the City.
- (22) Generally speaking it is well located, requires small lots and does not occupy any part of the waterfront.
- (23) There are seventeen light industrial enterprises in the area.

#### CONSTRUCTION

- (24) Exactly 1.0% of area, or 18 acres, is the total land occupied by industries in the construction field. These pay only 0.4% of total taxes.
- (25) There are 13 enterprises in this category, located mostly in the western part of the area occupying relatively small parcels of land.
- (26) Revenue/acre is one of the lowest, \$868. against the \$3,280. average. The revenue deficit for this group is \$43,416.

#### C. COMMERCIAL

- (27) This land use occupies approximately 5.2% of land proper, but having multiple storeys in many instances and the additional business tax, this relatively small segment of the area contributes with 33.5% of all taxes.
- (28) Commercial establishments extend from the Central Business District (CBD) at the lower end of Princess Street to what seems to be developing into a secondary commercial center at the Traffic Circle.
- (29) Isolated shops are found in other parts of the area, notably along Concession and Montreal Streets and south of the CBD in Sydenham Ward.
- (30) Commercial land use pays the highest revenue to the City per acre. In the area in study it amounts to \$13,730., the average being \$3,280.
- (31) It is definitely classed as a prime asset.
- (32) Generally speaking, half of the commercial buildings' facades have an appearance rating of "Poor" and the other half "Fair".



APPENDIX "C"

d

- (33) Most of the "Poor" blocks are located near the waterfront on Brock, Princess and Queen Streets, as well as on King, Wellington and Ontario Streets.
- (34) Commercial establishments on Montreal Street north of the CBD are in blocks rated as "Poor".
- (35) Although many individual establishments are good architectural examples or have a pleasant or good appearance, contiguous structures with shabby or blighted facades lower the appearance rating of the whole block.
- (36) Commercial establishments of the neighbourhood type are notably absent in most of the residential sections south of Princess Street.
- (37) Commercial land use occupies only 4.3%, that is 1,200 ft. of the shoreline, and only in two particular instances, Knapp's Marina, and the old wharf used by the sight-seeing boats. The revenue to the City per lineal foot amounts to \$1.60, whereas the net average revenue for the entire shoreline is \$4.72.

D. SPECIAL STORAGE

- (38) Occupies 22 acres altogether, or 1.2 of total area, and pays 1.2% of total taxes.
- (39) This category includes storage of coal, oil, gasoline and other fuels, occupying eight relatively large lots, mainly along the waterfront or adjacent to railroad facilities.
- (40) Consequently this land use stretches along the waterfront from River St. to Princess St., or roughly about 1/3 of the waterfront.
- (41) The shoreline frontage actually used is 1,600 ft. and the revenues/foot derived amount to \$1.60, against the net average of \$4.72 ft/lineal foot.
- (42) Acreagewise, it contributes \$2,073., having a deficit of \$1,207/acre, and a total deficit of \$26,554. It is rated as a liability land.
- (43) From the appearance point of view, all Special Storage sites are rated as Poor.



- (44) There are twelve concerns occupying 12 acres, or 0.7% of the total area. The taxes paid are 1.1% of total taxes.
- (45) Appliances, groceries, furniture, household goods, DHO heavy equipment, bread and department stores goods, in general, are stored in buildings.
- (46) Not one of these concerns has a direct railroad spur.
- (47) In revenue/acre, it is considered an asset, as it pays \$3,680. for each acre of land occupied - the average being \$3,280.
- (48) It is the only land use not located at the waterfront.

F. TRANSPORTATION

- (49) 58.0 acres or 3.3% of the land is used for transportation purposes. Taxes paid amount to 0.4% of total.
- (50) Rights of way stretching northwards from Johnson St. more or less along the entire waterfront and the two yards of C.P.R. and C.N.R. account for most of this coverage.
- (51) Revenue per acre of land amounts to \$290., a deficit of \$2,990. per acre, and a total deficit of \$173,420.
- (52) 3,200 lineal feet, or 11.4% of waterfront is utilized for transportation purposes.
- (53) Revenue per lineal foot of shoreline used is \$1.18, the net average being \$4.72.

G. COMMUNICATION, ETC.

- (54) Includes all buildings and land for telephone, telegraph, radio, television and other media of communication, and all electricity, gas, water, sewer, refuse and other public utilities and services.
- (55) Area occupied is 29 acres, or 1.6% of total, paying 1.2% of taxes, plus equivalent taxes amounting to 2% additional.
- (56) Revenues per acre amount to \$4,050., that is \$770. more than the overall average.
- (57) It occupies 2,000 feet of waterfrontage, the water treatment plant and the sewage pumping station. This represents 7.2% of total waterfront and equivalent taxes amount to \$5.95 per lineal foot.



H. UNUSED LAND

- (58) This is vacant land not being used for anything.
- (59) There are 98 acres, or 5.5% of total land, most of it located in large parcels in the northern section of the old city. The taxes paid amount to 0.6% of all taxes.
- (60) Revenue per acre amounts to \$235., the lowest of all. It has a deficit of \$3,045./acre if considered from this point of view, and its total deficit is \$298,410.
- (61) There are 3,200 lineal feet of unused shoreline, or 11.4% of total, and the revenue per foot is \$0.68.

I. INSTITUTIONAL

- (62) All educational, social, cultural, recreation, protection, medical and mental, orphanages and old age homes, government in general and military institutions are included here.
- (63) They occupy 192 acres, or 10.8% of total land, and pay 1.7% of total taxes, excluding equivalent taxes or grants.
- (64) Federal and Provincial grants in lieu of taxes amount to \$165,841.
- (65) Revenue per acre including grants, is \$1,205., which is \$2,075. less than the old city's average. Total deficit amounts to \$398,400.
- (66) Most of the institutional land is located south of Princess, this being Queen's University and Federal and Provincial properties.
- (67) Institutions occupy 10% of the shoreline, 2,800 ft., the revenue per foot being \$0.43, the lowest of all.



A P P E N D I X " D "

A N A L Y S I S O F A N

I N D U S T R I A L

W A T E R F R O N T

G R O U P



# WATERFRONT DEVELOPMENT STUDY

TAXES DERIVED THROUGH:

Group	Acres	PRESENT USE		O T H E R P O S S I B L E U S E S					
		INDUSTRIAL		ALL RESIDENTIAL		COMBINED USE			ALL COMMERCIAL
		Present Taxes		(Multiple)		Yearly Taxes			TOTAL YEARLY
		Per Year	Per Acre	Per Year	Per Acre	Half Residential	Half Commercial	Total	TAXES
A	17.0	\$98,000	\$5,750	\$170,000	\$10,000	\$85,000	\$212,500 (\$25,000/acre)	\$297,500	\$425,000
B	10.9	10,000	970	76,300	7,000	38,500	135,000 (\$25,000/acre)	173,500	272,500
C	20.5	46,000	2,260	123,000	6,000	61,200	20,400 (\$2,000/acre)	81,600	All residential 41,000
D	3.4	13,000	3,500	17,000	5,000	8,500	3,400 (\$2,000/acre)	11,900	6,800
TOTALS	51.8	\$167,000		\$386,300				\$564,500	\$745,300

APPENDIX "D"



## APPENDIX "D"

b

EARNINGS IN KINGSTON AREA

(D.B.S. CENSUS DATA 1961)

<u>Industry Divisions</u>				1961 Total Earnings		% of Total Earnings
			\$	\$		
<u>Manufacturing:</u>	Men	3651 x \$4,279	= 15,600,000.	17,240,000.		28.3
	Women	710 x 2,310	= 1,640,000.			
			17,240,000.			
<u>Construction:</u>	Men	989 x 3,071	= 3,350,000.	3,416,000.		5.6
	Women	36 x 1,828	= 66,000.			
			3,416,000.			
<u>Transportation etc:</u>	Men	896 x 3,863	= 3,470,000.	3,975,000.		6.5
	Women	212 x 2,369	= 505,000.			
			3,975,000.			
<u>Wholesale:</u>	Men	414 x 3,838	= 1,585,000.	1,778,000.		2.9
	Women	96 x 1,995	= 193,000.			
			1,778,000.			
<u>Retail:</u>	Men	1,050 x 3,144	= 3,300,000.	4,750,000.		7.8
	Women	898 x 1,615	= 1,450,000.			
			4,750,000.			
<u>Finance, etc:</u>	Men	320 x 5,228	= 1,670,000.	2,395,000.		3.9
	Women	316 x 2,292	= 725,000.			
			2,395,000.			
<u>All Services:</u>	Men	2,205 x 3,776	= 8,320,000.	15,220,000.		25.0
	Women	3,396 x 2,030	= 6,900,000.			
			15,220,000.			
<u>Public Admin. &amp; Defence:</u>	Men	2,550 x 4,171	= 10,650,000.	12,000,000.		19.8
	Women	465 x 2,895	= 1,350,000.			
			12,000,000.			
<u>Primary:</u>	Men	51 x 1,727	= 88,000.	96,000.		0.2
	Women	7 x 1,171	= 8,000.			
			96,000.			
<u>TOTALS</u>		18,262		\$60,870,000.		100.0



## APPENDIX "D"

c

LABOUR FORCE IN KINGSTON AREA

(D.B.S. CENSUS DATA 1961)

<u>DIVISION</u>	<u>WORKERS</u>	<u>% OF TOTAL</u>
Manufacturing	4,361	23.9
Construction	1,025	5.6
Transportation, Communication & Utilities	1,108	6.0
Wholesale	510	2.8
Retail	1,948	10.7
Finance, Insurance & Real Estate	636	3.5
All Services	5,601	30.7
Public Administration & Defence	3,015	16.5
Primary	58	0.3
TOTALS	<u>18,262</u>	<u>100.0</u>



## APPENDIX "D"

STORES IN KINGSTON AREA

d

(D.B.S. CENSUS DATA 1961)

(Population - 53,500)

6.1-1

RETAIL TRADE

<u>Kind of Stores</u>	<u>Percentage</u>	<u>No. of Stores</u>	<u>Sales in Million \$</u>	<u>No. of Employees</u>	<u>Yearly Payroll</u>
			\$		\$
General Merchandise	3.5	17	10.1	739	1,684,000.
Automotive Group	26.4	129	18.7	692	1,941,000.
Apparel & Accessories	13.5	66	5.3	322	650,000.
Hardware & Home Furn.	12.6	60	5.2	300	800,000.
Other retail stores	22.8	111	15.9	617	1,592,000.
Food Group	21.2	105	21.6	700	1,368,000.
TOTAL ALL STORES	100.	488	76.8	3,369	8,035,000.



## APPENDIX "D"

e

SOME ASPECTS OF THE IMPORTANCE OF RETAIL TRADE IN THE  
KINGSTON AREA

<u>Persons Per Retail Store in Kingston</u>	<u>1961 Sales per Store</u>	<u>Average 1961 Employee's Payroll</u>
	\$	\$
110 110 per all kinds	\$157,500.	\$2,380.
3,140 per general merchandise	595,000.	2,280.
414 per automotive	187,000.	2,800.
810 per apparel, etc.	80,000.	2,020.
890 per hardware, etc.	87,000.	2,666.
482 per other retail	146,000.	2,580.
510 per food group	205,000.	1,950.
 <u>Persons Per "Other Retail" Stores in Kingston</u>		
1,575 per grocery and meats	527,000.	2,300.
1,275 per grocery without meats	438,000.	1,260.
700 per combination above		
940 per service station	75,000.	
3,560 per automobile dealer	635,000.	3,780.
2,230 per drug store		



BREAKDOWN OF EARNINGS IN KINGSTON AREA

(D.B.S. Census Data 1961)

3.3-9Earnings of Wage Earners by Occupation Divisions

Division	No. of Men	1961 Average Earning	No. of Women	1961 Average Earning
		\$		\$
Managerial	744	6,076.	115	3,082.
Professional & Technical	1,616	5,465.	1,632	3,067.
Teachers	432	7,198.	391	4,178.
Health Professionals	178	4,230.	975	2,596.
Clerical	956	3,557.	1,925	2,261.
Sales	755	3,794.	578	1,329.
Service & Recreation Occupations	2,408	3,490.	1,743	1,389.
Housekeepers, waiters, cooks, etc.	520	2,362.	1,408	1,320.
Transport & Communication	820	3,235.	139	2,321.
Primary	117	2,183.		
Craftsmen, Production process and related workers	3,945 3,945	3,335. 3,835.	397 397	2,018. 2,018.
Machinists, plumbers, sheet metal and related workers	849	3,971.		
Mechanics & repairmen, except electrical and electronic	527	3,599.		
Labourers	778	2,268.	40	1,641.



APPRAISAL OF  
INDUSTRIAL GROUPS IN WATERFRONT

Group	No. Workers	1963 Taxes	Average 1963 Monthly Payroll	Area Acres	1963 Taxes per Acre	1963 Monthly Payroll per Acre
A	380	\$98,000.	\$183,000	17.0	\$5,800.	\$10,750.
B	90	10,000.	27,000.	10.9	970.	2,480.
C	300	46,000.	80,000.	20.5	2,260.	3,900.
D	60	13,000.	23,000.	3.4	3,500.	6,650.
Totals	830	\$167,000.	313,000	51.8 Acres		
Average					\$3,240.	\$6,000.

Group	Total Yearly Payroll	% of Area's Industrial Payroll	(b) % of Area's Wages and Salaries	(c) % of 3 Basic Income Sources
A	\$2,196,000.	12.7	3.6	4.9
B	120,000.	0.7	0.2	0.3
C	552,000.	3.2	0.9	1.2
D	156,000.	0.9	0.3	0.4
Groups' Total	\$3,024,000.	17.5%	5.0%	6.8
E(a)	14,216,000.	82.5	95.0	93.2
Total in Area	17,240,000.	100.0%	100.0%	100.0%

(a) Remaining Industry in Area.

(b) \$60,870,000.

(c) Manufacturing Services & Public  
Administration \$44,460,000.

(a, b & c from DBS 1961)



APPENDIX "D"

h

ANALYSIS OF GROUP A

Group A represents 5% of the area's basic economic earnings, roughly \$2,200,000. per year. 8.7% of the total industrial labour force are employed in Group A. These 380 workers, heads of families, support a population of about 1,500, that is, 2.8% of total population. With their earnings, these people are able to support 13.5 retail stores of different kinds, stores that have an average yearly sales per store of \$157,500. and total yearly sales of \$2,130,000. These stores in turn employ 95 wage earners full time, with a combined yearly pay roll of \$321,000. (Figures used are from 1961 D.B.S. Census and some from direct survey).

The importance of Group A is clarified.



POOR





A P P E N D I X " E "

D R A F T O F M A J O R  
U R B A N P R O B L E M S



DRAFT OF MAJOR URBAN PROBLEMS  
IN THE OLD CITY OF KINGSTON

1. WATERFRONT LAND USE

Background

Development of the waterfront in mixed form was necessary in the early stages of the City's growth. Land and waterfront were plentiful and the only concern of the population was to erect their different buildings to promote and protect their trades and activities which were intimately linked with the lake. The City depended on the lake as a means of transportation. It was facing the lake.

Some time later railroad lines were brought to the old city and the pattern of transportation and importance of the waterfront changed.

Later, when the roads were opened as speedy and convenient approaches to the City, both the railroad and lake vessels as means of travelling were affected, changing again the pattern of land use in the City.

Not long ago, some of the railroad and installations began to contract, to recede. The passenger service in front of City Hall was discontinued and recently the C.N.R. freight sheds on Wellington Street were closed. Today it seems that the C.P.R. will move their installations facing the City Hall, to make way for a park, leaving only one line to serve what was once a busy customer, the Canadian Locomotive Co.

Trend

The trend in the changing importance of the transportation medias is evident. Goods and people depend almost entirely on the motor vehicle for their movements, next on the railroad and lastly on lake vessels.

Present Situation

From the causeway to the north, however, various enterprises make use of railroad sidings. Whether the latter are absolutely required in each case, we don't know, but the railroad tracks of both C.P.R. and C.N.R. continue to serve enterprises along the waterfront.

The urban development of the City and its growth in other directions for other reasons, finds today's Kingston not facing the lake, but actually having turned its back to it; it is not completely dependent on the lake and it is facing north and west, from where it now derives most of its income.

But the other waterfront is still there, part of it dormant, some parts lingering, some decaying and a few prospering.

The way the land is used is affecting the adjacent areas, in some parts adversely and in others favourably. This to me is the most important of all urban problems in the City.



## 2. RESIDENTIAL AREAS

### Existing zones

Large areas within the existing zones are occupied by single dwellings in single lots. 40% of the blocks predominantly residential have a realty tax per capita lower than the City's average. This may be a load on the rest of the old city's residents or on the City's tax payers as a whole.

There are nineteen blocks requiring rehabilitation or major improvements, and fifty-two that if unattended can become seriously blighted or slums.

### Low Density areas

Low densities in the City are costly to serve, protect and maintain. Many of these single home lots are still found a block or two away from the Central Business District, occupying valuable land.

### External Appearance

A little over one-third of residential blocks look dilapidated, needing repairs on the outside or upkeep.

## 3. CENTRAL BUSINESS DISTRICT (C.B.D.) AND OTHERS

### General

Commercial areas seem to have grown in an indiscriminate manner, being a mixture of residential, commercial and other land uses that in some cases are not compatible to each other.

East end of C.B.D. was the approach to the City from the waterfront for most passenger and freight movement. With the coming of railroad this was somewhat affected. Commerce began to spread westward on Princess Street with the introduction of Highway No. 2 and the urge to extend westwards paralleling residential development in that direction.

### C.B.D.

The central district faces serious competition from the outlying shopping centres and areas that have followed residential development. Much of it has a "Poor" rating.

Two major factors affect the C.B.D., the flight of people and shops to other parts of the City, and the proximity to an unattractive and unprofitable waterfront.



4. APPEARANCE OF STRUCTURES

It is obvious that one of the problems is the appearance of the structures in the old city. Twenty-three percent of all blocks have a decadent or shabby appearance, including much of the C.B.D., and fifty-two percent rate "Fair", with much of this being on the verge of becoming "Poor".

5. MIXED LAND USE

Most of the land on the waterfront and adjacent areas, that portion of the city north of Charles St. and many spots along Princess St. have a wild mixture of land use.

6. NEIGHBOURHOOD TYPE OF SHOPS

There is an absence of the neighbourhood type of commercial and service shops in most residential zones.



A P P E N D I X " F "

D R A F T        O F        P O L I C I E S  
F O R        T H E        S O L U T I O N  
O F        P R O B L E M S



APPENDIX "F"

a

DRAFT FOR POLICIES

FOR SOLUTIONS OF OLD CITY PROBLEMS

I WATERFRONT

INTENT FOR NEXT 20 YEARS:

Clear as much of the causes of adjacent blight and slum as possible to redevelop for non-industrial purposes.

POLICY FOR NEXT 5 YEARS:

- (a) Allow minor enlargements.
- (b) All vacant land should be acquired by the City for public uses or private development.
- (c) Begin servicing industrial land to facilitate relocation of affected waterfront industries.
- (d) Make available other kinds of land for relocation of more industrial waterfront enterprises.
- (e) Continue study of waterfront area.

OFFICIAL PLAN INDICATION

Outline the area in question and designate it as "Waterfront Area".

IMPLEMENTATION OF OFFICIAL PLAN

Council pass by-law to freeze Waterfront Area, zoning to existing uses. O.M.B. may approve the interim control for successive one year periods if the policy for the next 5 years is adhered to.



II AREA NO. 2POLICY FOR NEXT 5 & 20 YEARS:

Clear and rehabilitate the slums and blighted areas respectively for private well planned projects, and provide public housing, accommodations for the elderly citizens, and other public recreational or non-recreational developments.

OFFICIAL PLAN INDICATION

Outline area in question and designate it for residential use.

IMPLEMENTATION OF OFFICIAL PLAN

Further study and amendment.  
No interim control required.  
Zone for single family and approval is permanent until adequate project is elaborated.

III AREA NO. 3 - C.B.D. CENTRAL BUSINESS DISTRICTPOLICY FOR NEXT 20 YEARS:

To exclude families with children from living in the C.B.D.  
Be a step ahead of parking needs.  
Improve and redevelop where necessary to offer attractive and selective shopping.

POLICY FOR NEXT 5 YEARS:

Promote development of areas 1, 2 & 4.  
Screen out objectionable land or building use.  
Rehabilitate where necessary.  
Study, clarify and define parking policy.  
Redevelop where possible.  
Allow high rise structures, with open spaces.

OFFICIAL PLAN INDICATION

Outline area and designate for commercial use with certain institutions.

IMPLEMENTATION OF OFFICIAL PLAN

Zone for "Major Centre" classification.



IV QUEEN'S - SYDENHAMPOLICY FOR NEXT 20 YEARSQUEEN'S:

Allow its growth, west and south, for non-residential residential structures and north for students residential buildings.

SYDENHAM:

Certain institutions selected business and commercial and higher densities, preserving best examples of old architectural examples, no large families, and undertake elderly persons accommodation.

POLICY FOR NEXT 5 YEARS:QUEEN'S:

Define areas of expansion and their land use, institutional, recreational, parking and students accommodations.

SYDENHAM:

Discourage or control to reduce the number of dwelling units for large families.  
Control physical deterioration.  
Proscribe injurious encroachment.  
Select areas or sites for elderly persons projects.  
Continuous study of the area.

## V VI &amp; VII

SECONDARY COMMERCE: Princess, Concession & Division.

POLICY FOR NEXT 20 YEARS:

Restricted to certain commercial, service and public institutions of local and regional demand and some "Highway Commercial". High density apartments for singles and couples and families without minors allowed.

POLICY FOR NEXT 5 YEARS:

Preclude housing accommodations for families with children.  
Screen out all objectionable non-residential establishments and land use.  
Proscribe generous off street parking facilities for all new development and have existing businesses comply in a reasonable time.



APPENDIX "F"

d

VIII "INLAND INDUSTRIAL"

POLICY FOR NEXT 20 YEARS:

Devote this area for light industrial uses primarily, that are not objectionable or offending to neighbouring residential areas. Some wholesale and storage can be permitted and a few selected retail and service establishments. The character of area should be non manufacturing light industrial.

POLICY FOR NEXT 5 YEARS :

Promote and encourage the establishment of light industries and service enterprises with adequate regulations.

Remove those establishments that hinder the sound development and growth of light industries.

Proscribe all kinds of dwelling units in the area.

Make provision for some Highway Commercial establishments along Division Street, and possibly along Montreal Street.

Kurt Mumm  
Planning Officer

November 16, 1964.

KM:AP



EXCELLENT





A P P E N D I X " G "





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M A P S



# OLD PART OF KINGSTON

## LEGEND

	0 PERSONS PER ACRE
	1 - 49 " " "
	50 - 99 " " "
	100 OR MORE " " "

ANNEXED AREA

NORTH

CATARAQUI RIVER

ONTARIO

# POPULATION<sup>E</sup> DENSITY

## OFFICIAL PLAN

Scale 1" = 1600'

Nov. 1964

CITY OF KINGSTON PLANNING OFFICE



# OLD PART OF KINGSTON

## LEGEND

□ 1-60 (\$1,000 PER ACRE)

▤ 61-242 " " "

■ 243 OR MORE " "



CATARAQUI RIVER

3

ONTARIO

# ASSESSMENT VALUE

## OFFICIAL PLAN

Scale 1" = 1600'

Nov. 1964




CITY OF KINGSTON PLANNING OFFICE

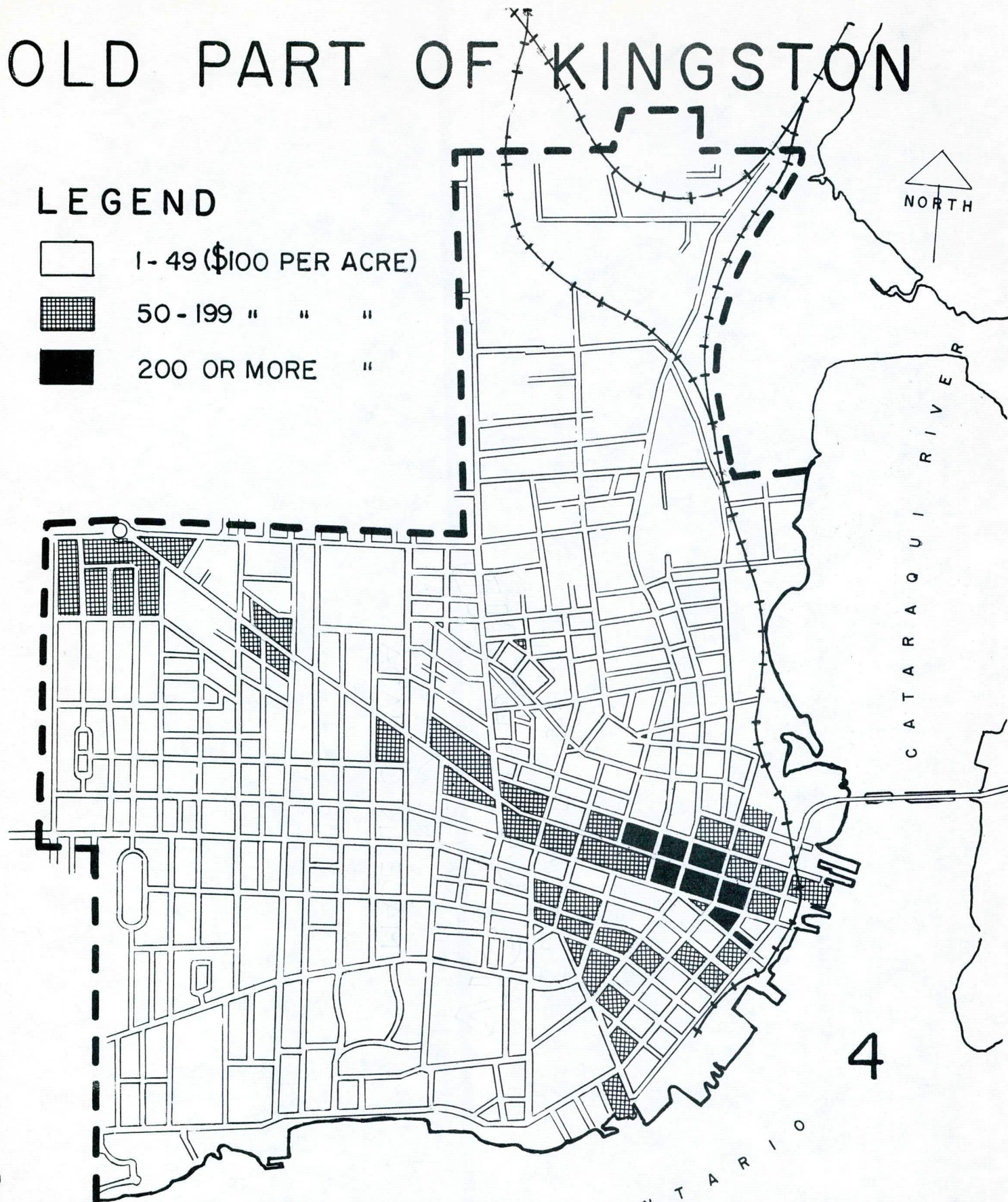
ANNEXED AREA



# OLD PART OF KINGSTON

## LEGEND

	1 - 49 (\$100 PER ACRE)
	50 - 199 " " "
	200 OR MORE "



**REALTY TAX REVENUE**

**OFFICIAL PLAN**

Scale 1" = 1600'

Nov. 1964

CITY OF KINGSTON PLANNING OFFICE



# OLD PART OF KINGSTON

## LEGEND



POOR



FAIR



GOOD



EXCELLENT



CATARAQUI RIVER

A N N E X E D A R E A

6

ONTARIO

# APPEARANCE RATING

## OFFICIAL PLAN

Scale 1" = 1600'

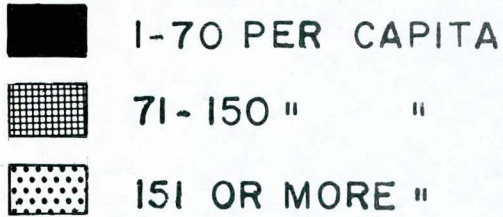
Nov. 1964

CITY OF KINGSTON PLANNING OFFICE



# OLD PART OF KINGSTON

## LEGEND



A N N E X E D A R E A

NORTH

CATARAQUI RIVER

8

O N T A R I O

## PER CAPITA REALTY TAX

## OFFICIAL PLAN

Scale 1" = 1600'

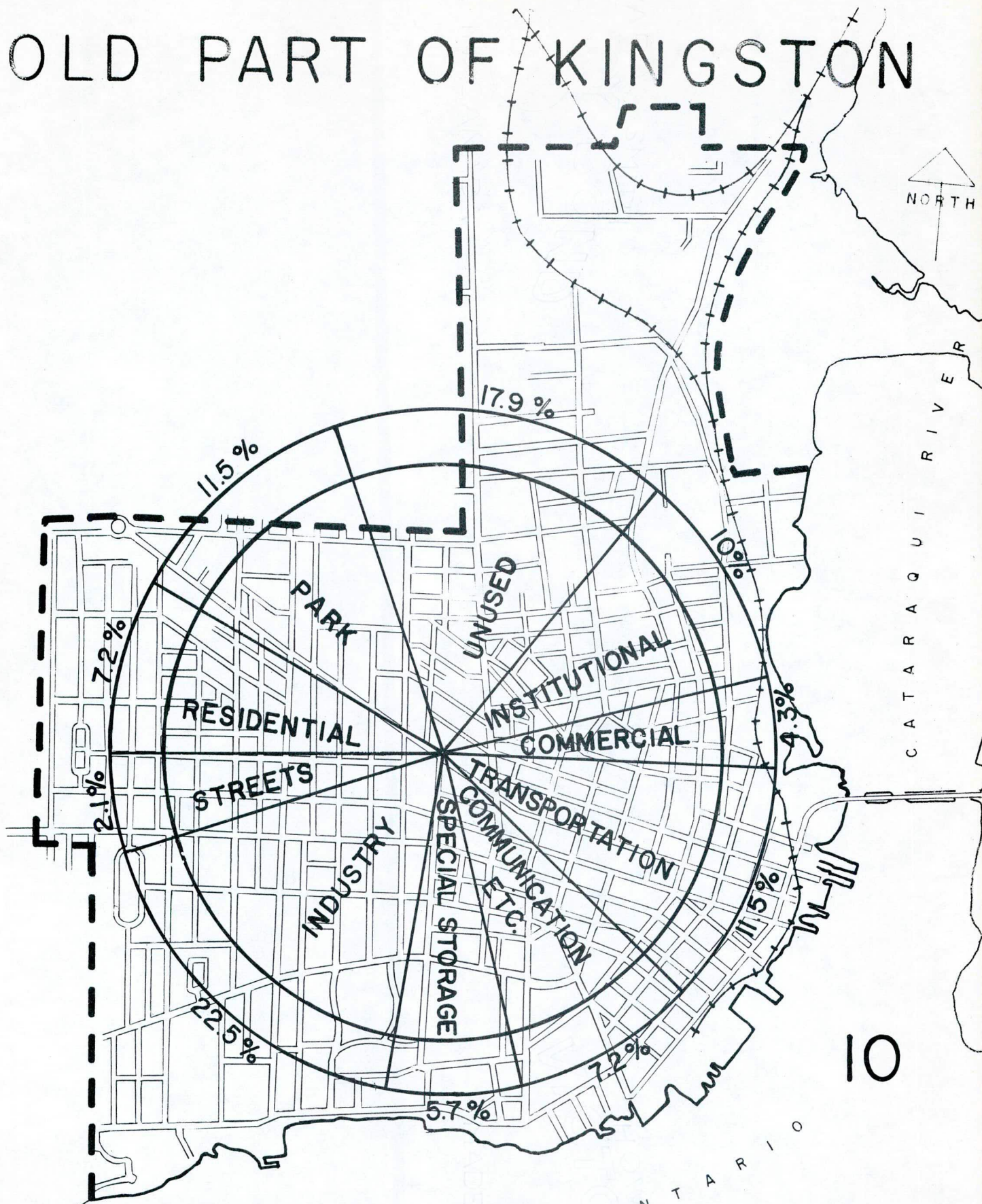
Nov. 1964

CITY OF KINGSTON PLANNING OFFICE



# OLD PART OF KINGSTON

A N N E X E D A R E A



## WATER FRONTAGE USE OFFICIAL PLAN

Scale 1" = 1600'





Nov. 1964

CITY OF KINGSTON PLANNING OFFICE



# OLD PART OF KINGSTON

## COINCIDENCE OF FACTORS

	TAX	APP.	DEN.
	TAX	APP.	
		APP.	DEN.
	TAX		DEN.



CATARAQUUI RIVER

A N N E X E D A R E A

TAX \$70 or less Realty Tax / Cap  
 APP Poor Appearance Rating  
 DEN 50 or more Persons / Acre

11

# COINCIDENCE OF FACTORS

## OFFICIAL PLAN

Scale 1" = 1600'

Nov 1964

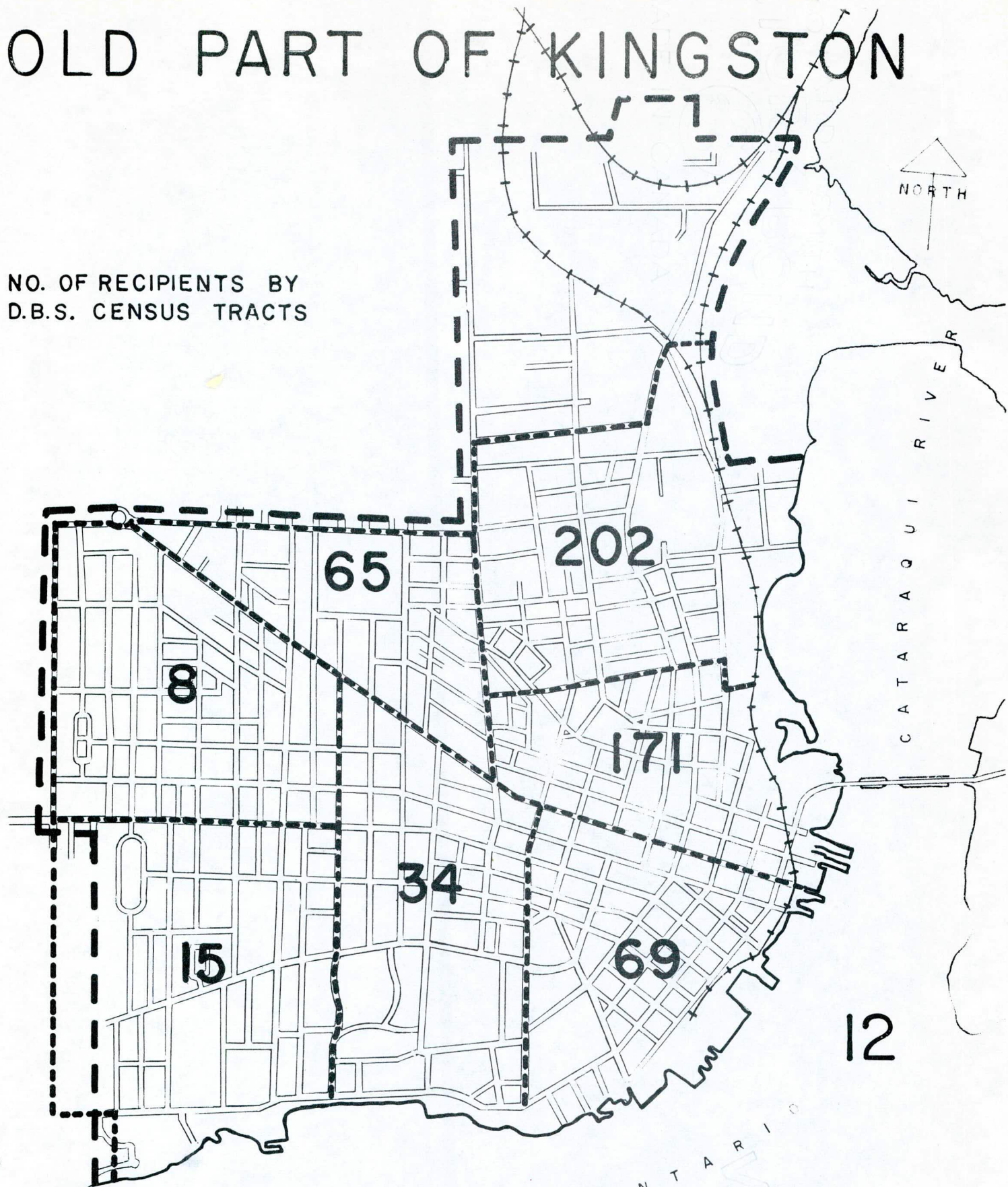
CITY OF KINGSTON PLANNING OFFICE



# OLD PART OF KINGSTON

NO. OF RECIPIENTS BY  
D.B.S. CENSUS TRACTS

A  
N  
N  
F  
X  
E  
D  
A  
R  
E  
A



WELFARE ASSISTANCE

OFFICIAL PLAN

Scale 1" = 1600'

Nov 1964

CITY OF KINGSTON PLANNING OFFICE



# OLD PART OF KINGSTON

A N N E X E D A R E A

NORTH

C A T A R A Q U I R I V E R

14

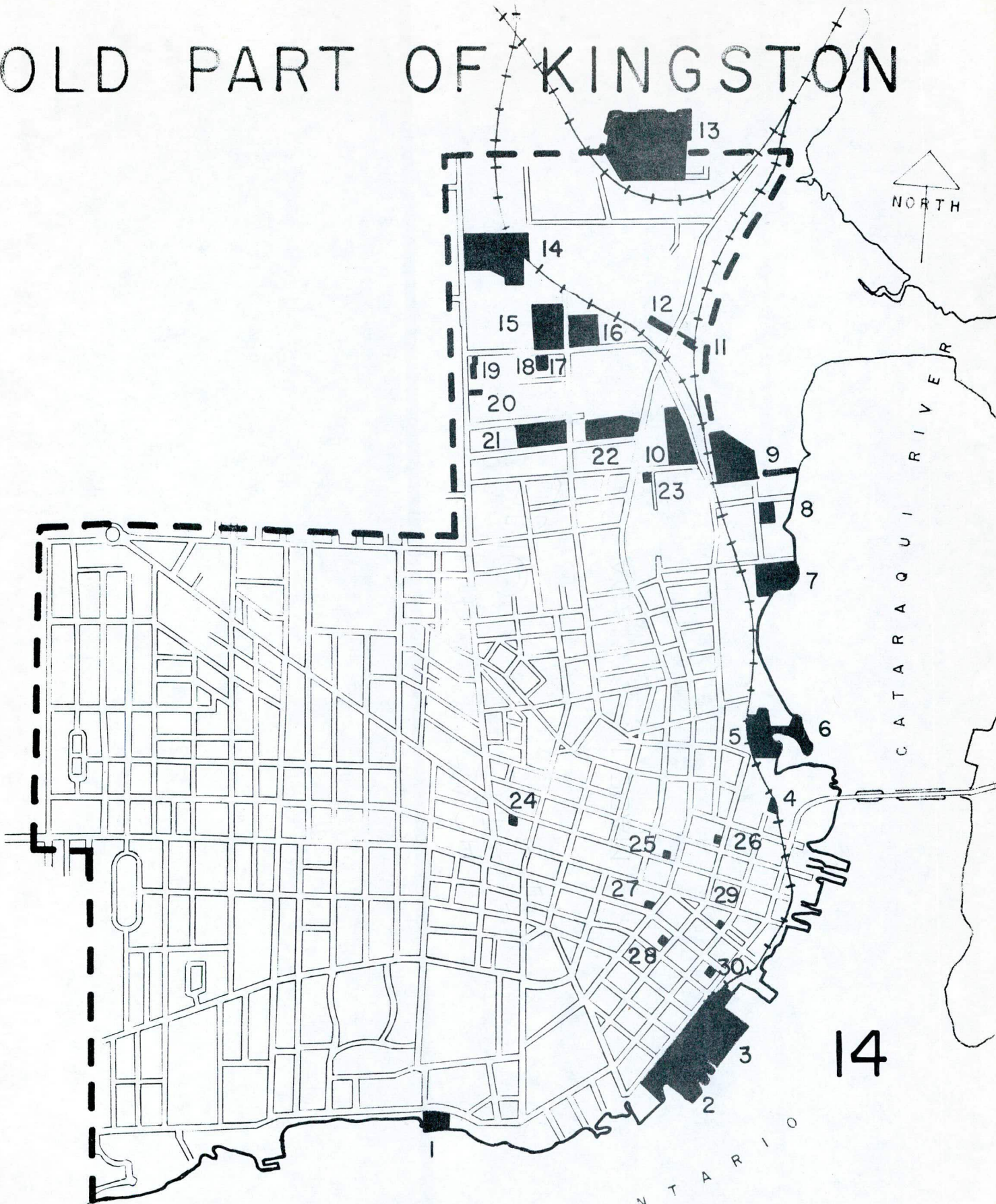
INDUSTRIAL SITES

OFFICIAL PLAN

Scale 1" = 1600'

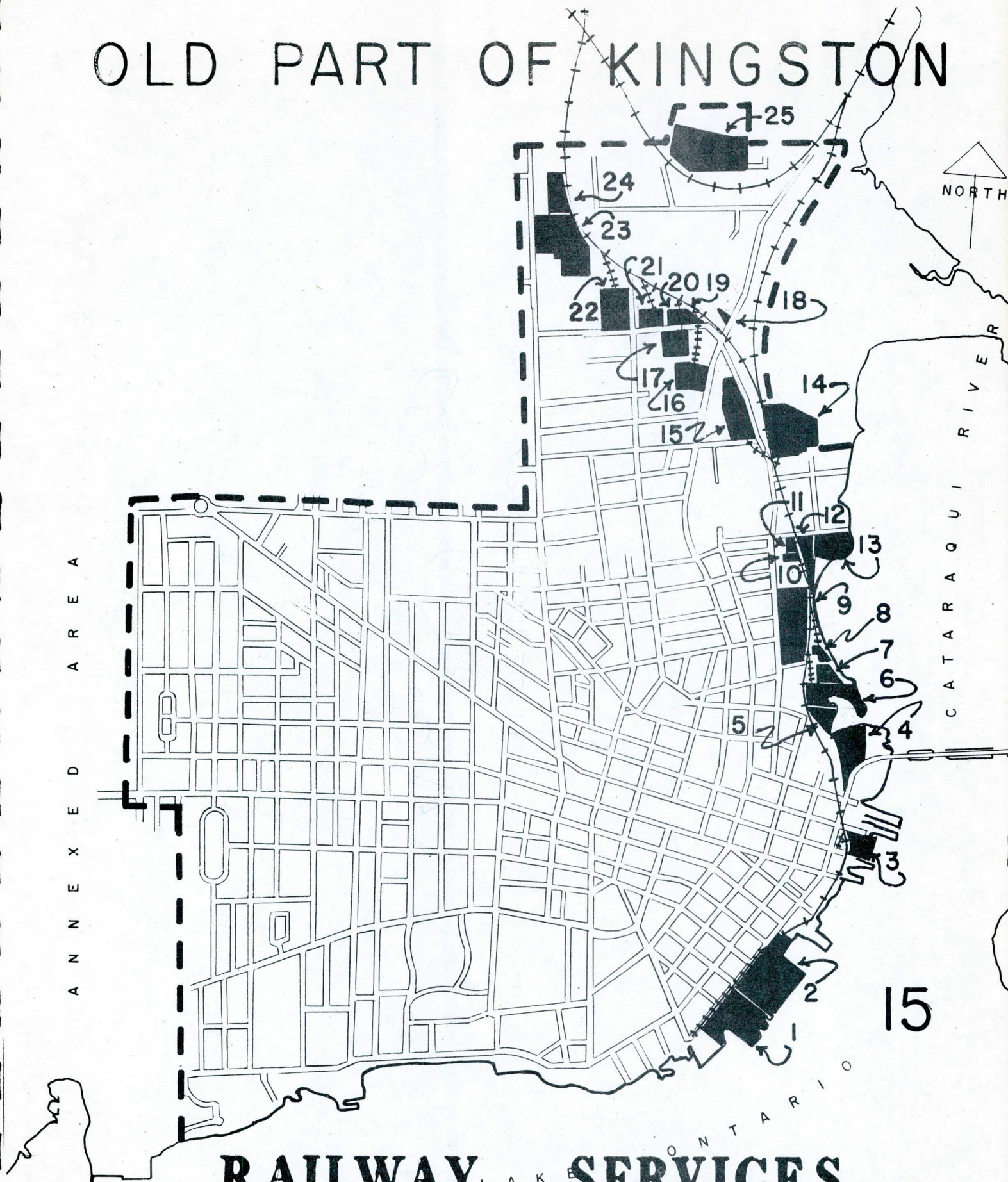
Nov. 1964

CITY OF KINGSTON PLANNING OFFICE





# OLD PART OF KINGSTON



**RAILWAY L A K E SERVICES**

**OFFICIAL PLAN**

Scale 1" = 1600'

Nov. 1964

CITY OF KINGSTON PLANNING OFFICE



# OLD PART OF KINGSTON

A N N E X E D A R E A

NORTH

CATARAQUI RIVER

17

## WATERFRONT DEVELOPMENT

### OFFICIAL PLAN

Scale 1" = 1600'

Nov 1964

CITY OF KINGSTON PLANNING OFFICE



# OLD PART OF KINGSTON

A N N E X E D A R E A

NORTH

CATARAQUI RIVER

18

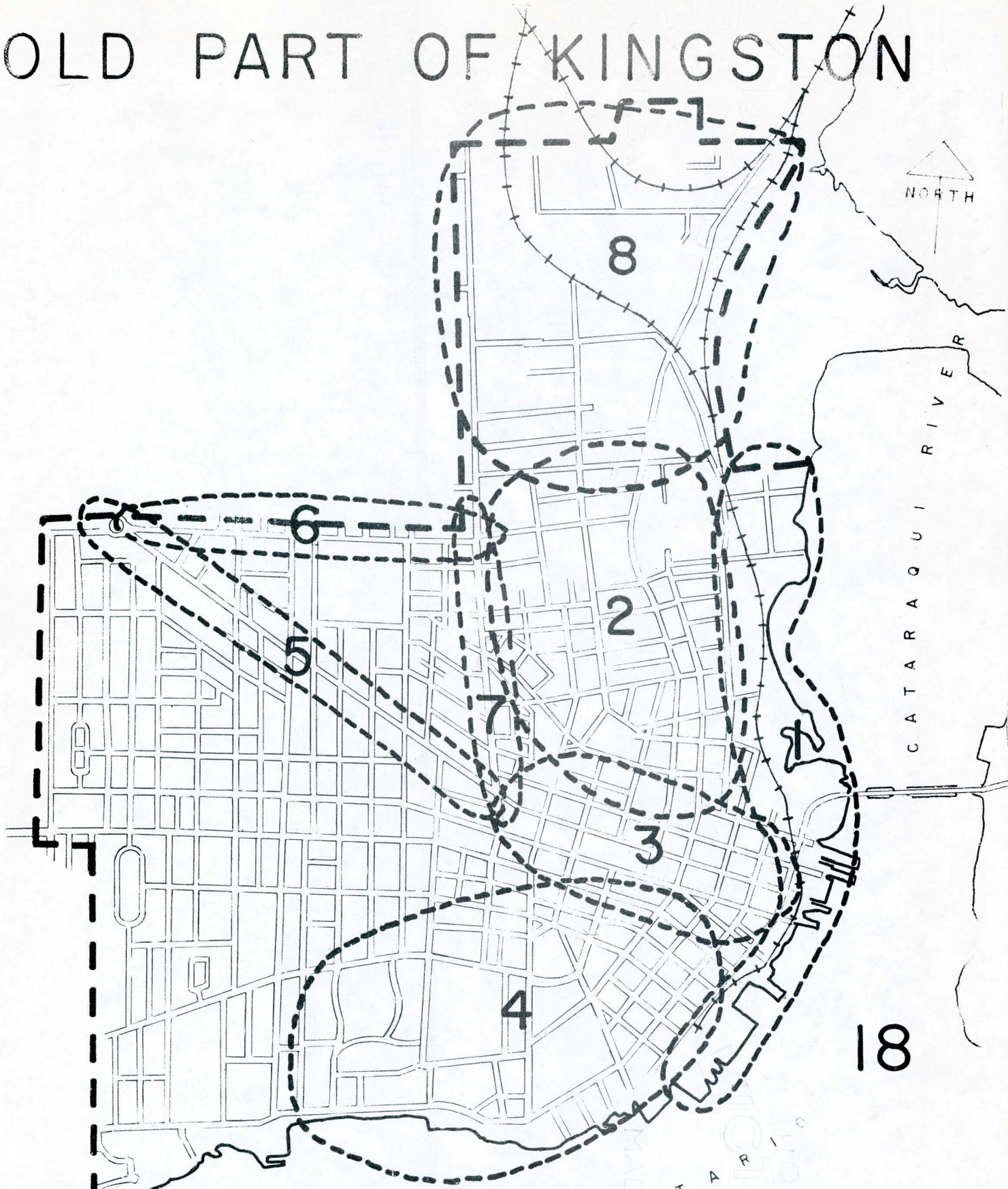
PROBLEMS

OFFICIAL PLAN

Scale 1" = 1600'

Nov. 1964




CITY OF KINGSTON PLANNING OFFICE





# OLD PART OF KINGSTON

## LEGEND

-  RESIDENTIAL
-  INDUSTRIAL
-  COMMERCIAL

A N N E X E D A R E A

NORTH

C A T A R A Q U I R I V E R

O N T A R I O

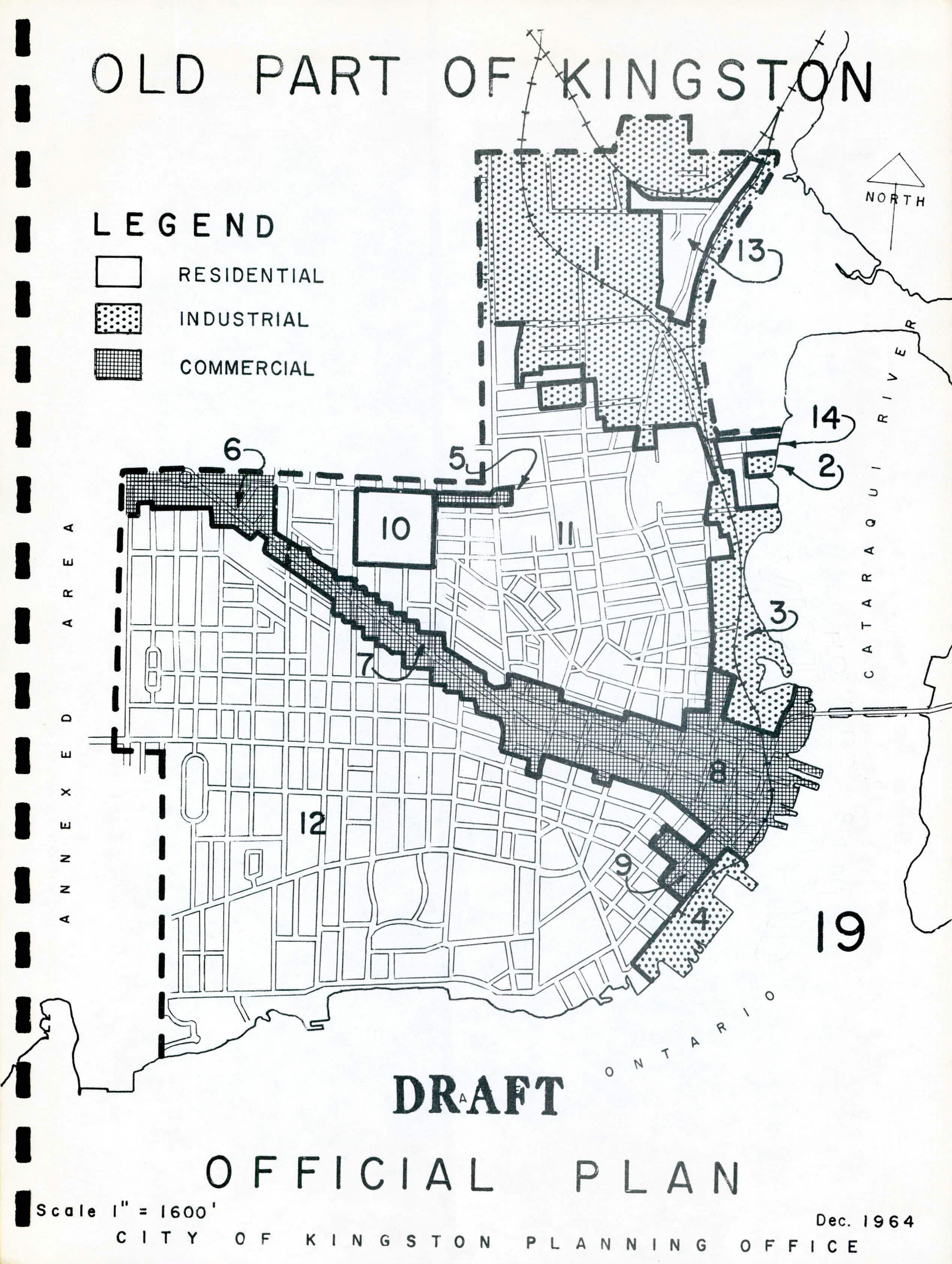
# DRAFT

# OFFICIAL PLAN

Scale 1" = 1600'

Dec. 1964

CITY OF KINGSTON PLANNING OFFICE





POOR





# LAND AND BUILDING USE MAP

OLD PART OF CITY  
SEPT. 1964

## LEGEND

- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL - LIGHT
- " " HEAVY
- " " CONSTRUCTION
- TRANSPORTATION
- COMMUNICATION, PUBLIC UTILITIES & SERVICES
- WAREHOUSE & STORAGE
- INSTITUTIONS
- PARKS & OUTDOOR RECREATION
- OPEN SPACES
- UNUSED SPACE
- Single variance in predominant use.
- Multiple variances in predominant use.
- SPECIAL STORAGE

